



**Office of the Secretary of Defense
Reserve Forces Policy Board
Quarterly Meeting**



**AGENDA – Thursday, September 15, 2016
Location: Army Navy Country Club, Arlington, Virginia**

Members Present

1. Major General Arnold Punaro, USMCR (Ret) – Chairman, Reserve Forces Policy Board
2. Sergeant Major Michael Lewis ARNG - Enlisted Military Advisor to the RFPB (Non-voting)
3. Dr. Nora Bensahel, Distinguished Practitioner in Residence, American University's School of International Service (SIS) Faculty
4. Lieutenant General David Barno, USA (Ret), Distinguished Practitioner in Residence, American University's School of International Service (SIS) Faculty
5. Major General Daryl Bohac, Adjutant General, Nebraska National Guard
6. Mr. Phillip Carter, Senior Fellow, Center for a New American Security (CNAS)
7. Vice Admiral John Cotton, USN (Ret), Defense and Security Consultant
8. Captain Frances Dawn Halfaker, USA (Ret), CEO, Halfaker and Associates
9. Major General Lewis Irwin, Commanding General, 416th Theater Engineer Command, Army Reserve
10. Mr. Brett Lambert, Vice President for Corporate Strategy, Northrop Grumman Corp
11. Major General Walter Lord, Military Executive (Non-Voting), Reserve Forces Policy Board
12. Rear Admiral Francis Pelkowski, USCGR, Deputy Commandant of Coast Guard Operations
13. Lieutenant General Charles Stenner, USAFR (Ret)
14. Ms. MaryAnn Tierney, Regional Administrator, FEMA Region III
15. Rear Admiral Lower Half, Linda Wackerman, Reserve Deputy Director, Assessment Division, OPNAV N81R
16. Doctor Charlotte Warren, President, Lincoln Land Community College
17. Major General Burke Whitman, USMCR, Director, Marine and Family Programs Division
18. Major General Cornell Wilson, Jr, USMCR (Ret) North Carolina Secretary for the Department of Military and Veterans Affairs
19. Major General Sheila Zuehlke, USAFR, Mobilization Assistant (MA) to the Commander, 24th Air Force

Invited Guests

1. Vice Admiral Robin Braun, USN, Chief of Navy Reserve
2. Ms. Jeri Busch, Director Military Compensation Policy
3. The Honorable Janine Davidson, Under Secretary of the Navy
4. Mr. Matt Dubois, DASD Reserve Integration/OASD M&RA
5. Mr. John Hastings, DASD Readiness Programming & Resources/OASD Readiness
6. Major General Maryanne Miller, USAFR, Chief Air Force Reserve
7. Lieutenant General Scott Rice, ANG, Director Air National Guard
8. Major General Michael Smith, USAR, Deputy CAR
9. The Honorable Todd Weiler, Assistant Secretary of Defense for Manpower and Reserve Affairs

RFPB Staff

1. Captain Jay Gagne, USN, Chief of Staff
2. Mr. Alexander Sabol, DoD Civilian (Designated Federal Officer)
3. Colonel Eric Folkestad, USAR
4. Lieutenant Colonel Matt Groves, ANG

5. Colonel Bill Hersh, ARNG
6. Colonel Kevin Merrill, USAFR
7. Lieutenant James McKnight, USCGR
8. Colonel Bart Pester, USMCR
9. Sergeant First Class Jay Brown, ARNG
10. Ms. Cindy Tyrie, Administrative Assistant

RFPB Consultants

1. Colonel Mark Cancian, USMCR (Ret)
2. Major Jason Hollan, USAR
3. Lieutenant Lena Moore, USN
4. Captain Austin Murnane, USMCR,

RFPB Fellows Society/Alumni

1. Major General Paul Bergson, USAR (Ret)
2. Major General Larry Taylor, USMC (Ret)
3. Colonel Paul Briggs, USMCR (Ret)
4. The Honorable Albert C. Zapanta, Former Chairman, RFPB

Other Guests

1. Colonel Thomas Bartow, Deputy Director of Human Capital OCAR, G1,
2. Lieutenant Colonel John Bates, ARNG, Asst. to the CJCS, for NG Matters/Strategic Matters
3. Lieutenant Colonel Gregory Bules, Chief, Legislative Initiatives, USAF/REI
4. Alex Cartano, RCI Systems
5. MC2 Daniel Cleary, USN, Photographer, Defense Media Agency
6. Sean Conroy, NGB/DAG
7. Ms. Patricia Contic, National Military Family Association
8. SGM Gregg Curry, USAR, Senior Army Reserve Career Counselor, HQDA G1 Retention
9. Rear Admiral Janet R. Donovan, USN, Chairman National Navy Reserve Policy Board
10. Colonel Tony Filostrat, USAR, OCAR/Director Strategy
11. Jamill Ford, Army Audio Visual Team
12. Major General Greg Haase, ANG, Vice Director NGB J-3/7
13. Rear Admiral Kurt Hinrichs, USCG, Director, Reserve and Military Personnel
14. Colonel Jennie Johnson, USAFR, AF-A5-8/Total Force Division Chief
15. Commander Lena Kaman, USN, Aide, Chief of Navy Reserve
16. Lieutenant Colonel Tracy Kennepp, USAR, Asst. to the CJCS, for National Guard & Reserve Matters
17. Major General Gerald Ketchum, ARNG, Director Joint Staff National Guard Bureau
18. Colonel Christine Klink, USAFR, OSD 9A1XX
19. Lieutenant Colonel Allysa Kropp, ARNG, Chief National Guard Bureau-CAG
20. Douglas Lovely, USA, Army Audio Visual Team
21. Colonel Tim Lynch, USAR, Army Reserve Forces Policy Board
22. Captain John McCracken, USN, ASST SECNAV Manpower & Reserve Affairs, Staff Director
23. Major Austin Mare, Military Assistant
24. Colonel Jessica Meyeraan, ANG Chief of Staff, Director Joint Staff National Guard Bureau
25. Major General Ronald Miller, USAFR, AFRC/RE-D
26. Colonel Monique Minnick, USAFR, AFR, AF/AIX
27. Brigadier General Robert Moore, ARNG, Special Assistant to Director of the Army National Guard
28. Colonel Fran Piccoli, USMCR, MARFORRES
29. Major Rick Pohlsander, USAFR, Total Force Integration Strategist, AF/A8XF TF-C

30. Major Ryan Price, ANG, NG-J52 USAF
31. Mr. Andrew Ryan, USMCR, MARFORRES
32. Aniela Szymanski, Military Officer Association
33. Lieutenant Colonel Craig Tibado, USMCR, Asst. to the CJCS, for National Guard & Reserve Matters
34. Colonel Dawn Wallace, USAFR, Director, Senior Leader Management, AF/REG
35. Captain Derek Wessman, USN, Office of the Chief of Navy Reserve, Director Strategic Planning
36. Major General Curtis Williams, USAFR, Mobilization Assistant to the CC/Vice Chair ARFPC
37. Dr. Eric D. Williams, ITA International, LLC., Strategy and Policy Division (NG J52), NGB
38. Krie Williams, JSNGB
39. Colonel Cal Worth, Jr. USMC, Military Aide, Under Secretary of the Navy

The Reserve Forces Policy Board (RFPB) held a quarterly meeting in Open Session at the Army Navy Country Club, Arlington, Virginia on September 15, 2016.

0800 – Chairman Punaro administratively opened the meeting to conduct required administrative business. The Chairman welcomed members and staff and noted that he would swear in members later in the meeting. The Chairman welcomed all members, nominated members and invited guests.

0805 – Major General Walter Lord, ARNG, RFPB Military Executive, provided additional administrative announcements to the Board and noted the meeting was being recorded.

0810 – Chairman Punaro administered the oath to the new Board members: Dr. Bensahel, Maj Gen Bohac, RADML Wackerman, SGM Lewis, and new consultants: Maj Hollan, LT Moore, and Capt Murnane.

0815 – Chairman Punaro presided over an awards ceremony for departing Board members: Secretary Davidson and Lt Gen Rice, and former Staff member: SFC India Boddie.

****Start of Open Meeting****

0825 – Opening Remarks by Chairman, Reserve Forces Policy Board – MajGen (Ret) Arnold Punaro.

- The Chairman called the meeting to order and announced, as required by the Federal Advisory Committee Act (FACA), that the Designated Federal Officer was present and had pre-approved the opening of the meeting and the agenda.
- The Chairman announced the meeting was open to the public and noted no persons had submitted requests to appear before the Board. The Chairman asked if anyone present wished to address the Board and no one indicated a desire to do so.

0830 – The Honorable Dr. Janine Davidson, Under Secretary of the Navy

- Secretary Davidson started by stating that her time on the RFPB and the Air Force Commission has provided her with tremendous experience for her every day activities in her new position as the Under Secretary of the Navy.
- She stated that her priorities are the Secretary of the Navy's priorities: People, Power, Platforms, and Partnerships, and that within those priorities, her areas of focus are on the internal functions of the Navy.
- Secretary Davidson outlined her focus as ensuring the budget is strategy informed: "What we are buying is directly linked to how we fight."

- Her first focus area is on the Navy's Strategy and Budget. She wants to support the demands of the Navy & Marine Corps Maritime Strategy along with the high capital demands associated with the cost of ships and aircraft, while also maintaining emphasis on how to effectively employ them against the Russians, Chinese, and Iranians.
- Her second focus area is resetting and modernizing the Navy's personnel and equipment after 15 years of very high operational tempo, addressing the age of equipment, parts availability, cannibalization rates, and loss of experienced maintainers.
- Her third focus area is addressing Navy's headquarters reduction requirements while emphasizing that the loss of civilian personnel is a critical issue due to their extensive support and experience. She wants to dispel the myth that they are not fully valued members of the Navy team.
- Her fourth focus area is Innovation. SECNAV is encouraging use of technology to assist in the war fight, planning use of F35 Naval Strike fighters on amphibious ships, and an unmanned portfolio in the air, sea, land, and under-the-sea domains. She emphasized that data management and integration of this technology is critical with the given cyber security concerns. The Navy's biggest challenge moving forward will be funding the replacement for the Ohio class submarine in the mid-2020s.
- Her final focus is on People. She stated that SECDEF's "Force of the Future" emphasis on recruiting and retaining experienced people is critical to manning the Navy. She claimed the cyber arena as a good example where people leave the Services for higher paying jobs, but still wish to serve, and that the Reserves would be an ideal place for them to do that. She also stated that the Continuum of Service initiative would be good for retaining experienced people who also still want to serve.

0915 – Break

0930 – General Joseph L. Lengyel, ANG, Chief, National Guard Bureau

- General Lengyel started by saying that the relationship between the National Guard and the Services is excellent and in sync regarding the utilization of combat capabilities within the Total Force. He said that he is inspired, optimistic, and hoping his tenure as the Chief of the National Guard will be easy with this positive atmosphere, but warned that the situation is always fragile and requires constant interfacing and understanding.
- He briefed that the National Guard's mission sets are: the Warfight, Homeland and Partnership. These mission sets help maintain the operational force with the goal of investing in readiness through sustained operations as part of the Total Force. For Warfighting, the Guard units meet federal standards and are ready for mobilization. For Homeland, the Guard is ready for immediate response and is there for the long haul; for Partnership for Peace, the Guard is developing an interactive international relationship with foreign countries, sharing their training and support with them.
- He then discussed Army Guard and Air Guard personnel utilization rates for FY 2016 domestic and Title 10 operations. He briefed that the National Guard mobilizations since 9/11 peaked at 117K with domestic support for Hurricanes Katrina and Sandy, and is now stabilizing at approximately 10K.
- He discussed Guard challenges with ongoing funding constraints, that early planning for mobilization is critical for predictability, that integrated Active, joint, and foreign training is essential to maintain stability and sustainability for readiness, that modernization for the Guard remains in concert with Active Component and that the Total Force culture has made immense progress.

- Gen Lengyel concluded by stating that GO/FO cuts in the RC would hurt the current relationships that exists between the AC and RC and it is critical that the RC leaders be at the table as equals for important discussions and decisions.

1015 – Break

1030 – 1115: Chairman's Time

1030 – New Administration Transition Book

- MajGen Burke Whitman, RFPB Board Member, provided an update on the New Administration Transition Book, and covered a current list of issues intended for inclusion. The RFPB Transition Book draft recommendation, titled “Improving the Total Force Using the National Guard and Reserves” was voted on and approved by the Board for submission to the Secretary of Defense and the Defense Transition Team.

1045 – Senior Enlisted Advisor Billet Recommendation

- SGM Michael Lewis, ARNG, SEA to the RFPB, presented a recommendation for Board approval to reestablish the RFPB Senior Enlisted billet as a rotational billet with military Service inputs. A recent WHS change in policy locked the billet in as an Army Reserve billet (i.e. only to only be filled by an Army Reservist) which violates the RFPB's governing statute. After careful review and analysis, the RFPB approved the recommendation for submission to the Secretary of Defense to restore the billet to its previous rotational status in accordance with standing federal statute.

1100 – Board Administrative Business

- The Board discussed and approved:
 - The proposed FY 2017-2018 meeting dates.
 - The report content for the RFPB Annual Report for FY-16.

1115 – Mr. Matthew Dubois, Deputy Assistant Secretary of Defense (Reserve Integration)

- Mr. Dubois started his discussion by stating that he was going to be candid about the ASD Reserve Affairs reorganization.
- He stated that the OUSD P&R changed from three ASD's (Health Affairs (HA), Reserve Affairs, & Readiness/Force Management) to three different ASD's (HA, Manpower & Reserve Affairs, & Readiness) with the goal to elevate overall readiness and organize Reserve issues in a Total Force manner.
- He briefed that the ASD RA only had its name change to ASD Manpower & Reserve Affairs and that it still, in theory, complies with the requirements of Title 10.
- He noted that the reorganization dispersed a number of RC functions throughout OUSD P&R counterparts along with the RA manning.
- He highlighted that, for the most part, the ASD M&RA reorganization is a good news story, with most of the ASD RA functions being placed in the right OUSD P&R organizations.
- He briefed that within the ASD RA reorganization, his Reserve Integration office was created to assume the Reserve functions that didn't fit anywhere else. His responsibilities do not include RC mobilization,

RC readiness, RC training, RC facilities, RC resources, RC intelligence, RC cyber, and RC data integration. These functions were distributed throughout the OSD staff.

- He emphasized that, because of the reorganization, a number of Reserve functions are not being accomplished anymore, and that he is spending a majority of his time convincing the proper offices that they are responsible for them, or those functions are taking a lower priority to the office's primary functions. The gaps began occurring on day one of the reorganization (1 November 2015) and have been growing ever since. The IRR is not being actively managed by a single OSD entity. Mobilization is another program without single source responsibility within M&RA.
- He feels that the new organization does not have a central advocate who supports and manages Reserve issues and is not achieving the Title 10 requirements for Reserve Component oversight. Staffs have become reactive in their problem solving focus rather than having a centralized proactive focus that a single source of responsibility can maintain.
- Chairman Punaro suggested the possibility of the RFPB forming a working group to do an independent analysis of the ASD RA reorganization. This should be considered after the first of the new year. Lt Gen Stenner asked what the Reserve Chiefs think about this reorganization. Mr. Dubois commented that not all reserve positions in OSD are being utilized correctly and would advise RC Chiefs not to fill some of them.
- MG Lord commented that the RFPB staff can review the issue.

1200 – Break

1245 – 1445: Subcommittee Updates

1245 – Lt Gen Charles Stenner, USAFR (Ret), Subcommittee Chair, Subcommittee on Supporting and Sustaining Reserve Component Personnel

- Lt Gen Stenner, as Personnel Subcommittee Chair, provided a discussion on Department and Service personnel system reform efforts concerning the Blended Retirement System, and RFPB recommendations regarding proposals in the SASC version of the FY 2017 NDAA concerning General/Flag officer reductions.

Blended Retired System

- Ms. Jeri Busch, Director Military Compensation Policy provided a briefing on the Uniformed Services Blended Retirement System (BRS), scheduled to take effect January 1, 2018, and its RC impact.
- She compared today's retirement system with the BRS, stating that under BRS, 85% of all service members will receive *some* retirement benefit as compared to only 14% of reservists in today's system.
- The BRS combines a defined benefit, individual contribution to TSP, DoD automatic contribution to TSP, and DoD matching contributions of up to 4%. BRS also includes the possibility of continuation pay and a lump sum payment option at retirement.
- Ms. Busch explained who is affected by BRS and when they can opt in/out. Opt in eligibility is much greater for the RC compared to the AC because it is based on points, not total years of service. Eligibility is defined in 10 USC Section 12733. Opting in is irrevocable.
- Retired Reserve, Inactive National Guard, and Inactive Standby List RC members are not eligible for BRS.
- AC and RC members are eligible for continuation pay after 12 years (or 4320 points). A 4-year SELRES service commitment is required. Everyone who qualifies for retention pay will get *something* based on defined multipliers of monthly basic pay – a multiplier of 0.5 to 6.0 for the RC and 2.5 to 13.0 for the AC.

- BRS leaders training started in 1 June 2016 and additional BRS courses have been developed or are being developed on Joint Knowledge Online, with a requirement that members take the course within their first year of service.
- OUSD (P&R) (MPP/Compensation) has staffed two Unified Legislative Budget change proposals (ULBs) to address concerns with the BRS – one concerning the time frame for continuation pay and the other to address the continuation pay multiplier for Active Guard and Reserve (AGR) and/or Full Time Support (FTS) RC members.
- Timing of non-regular retirement annuity does not change – RC members are eligible to begin receiving annuity at age 60 (unless reduced). A lump sum option of 25% or 50% *may* be elected.

Provisions on General and Flag Officers in proposed NDAA 2017

- Lt Gen Stenner discussed recommendations pertaining to General and Flag Officer (G/FO) reductions as outlined in S.2943 Sections 501, 502, and 503 as developed from the collaboration of the three RFPB subcommittee chairs. After careful review and analysis, the RFPB voted and approved two recommendations for submission to SECDEF:
 - **Recommendation #1** – Retain the statutory requirement of O-9 for the Vice Chief of the National Guard Bureau, the Directors of the Army and Air National Guard, and the Chiefs of each Reserve Component.
 - **Recommendation #2** – The RFPB supports amending the language of the FY 2008 NDAA, which currently mandates the NORTHCOM deputy commander only be filled by a National Guard member. The best Reserve Component officer, regardless of component, should be placed in the commander or deputy commander positions at NORTHCOM. Other key leadership positions filled by Reserve Component officers should also be evaluated.

1400 – Break

1415 – VADM John Cotton, USN (Ret), Subcommittee Chair, Ensuring a Ready, Capable, Available, and Sustainable Operational Reserve Subcommittee

- VADM Cotton provided a discussion on the Operational Reserve Definition, and the Presidential Declaration of National Emergency (DNE)/Title 12302 Authority.

“Operational Reserve” Definition.

- VADM Cotton provided an update on the RFPB’s “Operational Reserve” definition recommendation that was submitted in April 2016 and stated there has been no response or action to date.
- Desired outcomes are for DoD instructions and subsequent Joint Publications be changed and that Services, Think Tanks and other advocacy groups start using the Board’s proposed definition.
- He concluded by stating that the Operational Reserve definition will be included in the RFPB Transition Report, and the Board will monitor the status of the recommendation.

Presidential Declaration of National Emergency (DNE)/Title 12302 Authority

- ADM Cotton discussed the required Presidential Declaration of National Emergency (DNE) as the primary method of involuntary mobilization for Reserve members/units since 9/11. It authorizes access for up to 1 million personnel for up to 24 months under Title 10 U.S. Code Section 12302, which was renewed for FY 2017 on August 30, 2016 for an additional year.
- He explained that DEPSECDEF Work tasked DoD/Services to develop a plan (due December 01, 2016) to examine effects and provide options for transition from a Reserve Access Authority under Title 12302 (Presidential authority), to Title 12304b (SECDEF's authority) as defined in DoDI 1235.12.
- Potential problems from use of the Title 12304b include limits to flexibility for use of the reserves for emergent requirements (caused by the 365 day limit on Reserve activation), and that the pre-budgeted/pre-planned mobilization associated cost must be included in fiscal year budgets. He also explained disparities in benefits which result in reserve service members not receiving benefits they would have otherwise received under Title 12302.
- He discussed the proposed FY 2017 HASC NDAA draft language, Title 12304b improvements that include numerous DoD legislative change proposals, and that OSD/HA is looking at early/extended Tricare for reserve members as well as full Post 9-11 GI Bill benefits for those on Title 12304b orders.
- ADM Cotton discussed proposed future actions for the Operational Subcommittee:
 - Continue to monitor Declaration of National Emergency/NDAA 2017 Budget developments
 - Track DoD internal proposed changes, initiatives, and application of benefits
 - Coordinate with Service comptrollers for FYDP forecasting and budgeting for Title 12304b
 - Emphasize with Services the need for proactive expectation management and education regarding eligibility for benefits for Reserve members scheduled for activation under Title 12304b.
 - Revisit regularly to determine whether RFPB action is warranted to ensure authorities do not limit regular operational employment of the RC.

1445 – Mr. Mark Cancian, CSIS, RFPB Consultant - update on the Goldwater Nichols Reform and current budget efforts

- Mr. Mark Cancian provided an update on Goldwater-Nichols II (G-N II) reform efforts, War Funding (OCO), and Heritage Force Structure recommendations.
- Mr. Cancian updated the Board on reform issues discussed at last meeting, highlighting the cuts in General/Flag officer positions, reducing 3-star and 4-star AC/RC billets, and the 25% cut in civilian SES. He noted that the Administration supports the concept, but objects to its scale and specificity. Chairman Punaro noted that, at its previous meeting, the RFPB had recommended the O-9 rank be retained for the chiefs of the Reserve Components.
- Mr. Cancian further discussed the GN II reforms concerning the Strategy/Planning and QDR reforms, the DoD Organizational issues, and other important proposals to include National Commission on Military, National, and Public Service, officer early promotions (up to 20%), health care restructuring, and changes to the newly-created retirement system.
- He stated that there remains a high veto potential due to extra OCO funding, GITMO restrictions, and many DoD restructuring provisions. He also stated that these conflicts may lead to a CR and leave issues for the new Congress and Presidential Administration.
- Mr. Cancian explained that Overseas Contingency Operations (OCO) War Funding is designated for wartime operations and is not restricted by BCA caps. OCO Criteria: formally published by OMB, which limits use by geography, by purpose, and to combat operations to include combat losses, reset, training, and special equipment. There are frequent exceptions made by the Executive Branch and Congress (e.g., NGREA, 2013/2015 budget deals).
- He further discussed OCO Funding, addressing why budgeteers say the RC "costs more." He stated that the costs covered by OCO don't require offsets, making it easier to use the RC, and that costs not covered by OCO come out of capped base budget and use of the RC requires offsets from the AC budget.

He used the example: Sinai rotations were not covered by OCO, which is a \$40 million dollar cost to use the RC (above the planned budget), and that using the RC temporarily increases AC end strength and reduces AC OPTEMPO. He noted that the RC might push for OCO to cover more activities.

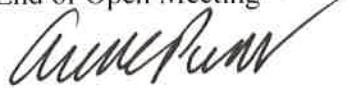
- Mr. Cancian concluded by briefing the Heritage Foundation's force structure recommendations which propose 50 BCTs for the Army, 350 ships for the Navy, 36 Infantry Brigades for the USMC and a 1200 Fighter Attack aircraft inventory for the Air Force. These are recommended for the Active Component, using the RC as strategic reserve for combat losses and extended conflicts.

1515 – RFPB Military Executive Closing Remarks - Major General Walter Lord, ARNG, RFPB Military Executive

1525 – Chairman, RFPB Closing Remarks - MajGen (Ret) Arnold Punaro

- Chairman Punaro thanked members for attending.
- The Reserve Forces Policy Board concluded business in Open Session and the meeting was adjourned.

****End of Open Meeting****

A handwritten signature in black ink, appearing to read 'Arnold Punaro', written in a cursive style.

Arnold L. Punaro
Major General, USMCR (Ret)
Chairman, Reserve Forces Policy Board